This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.

+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.

+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.

+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`

LITTAUER LIBRARY

NH Doc 2,15

MESSAGE

OF

HIS EXCELLENCY

FRANK W. ROLLINS

GOVERNOR OF NEW HAMPSHIRE

TO THE

TWO BRANCHES OF THE LEGISLATURE

JANUARY SESSION, 1899

MANCHESTER, N. H.
ARTHUR E. CLARKE, PUBLIC PRINTER
1899

Digitized by Google

Digitized by Google

MESSAGE

OF

HIS EXCELLENCY

FRANK W. ROLLINS

GOVERNOR OF NEW HAMPSHIRE

TO THE

TWO BRANCHES OF THE LEGISLATURE

JANUARY SESSION, 1899

MANCHESTER, N H.
ARTHUR E. CLARKE, PUBLIC PRINTER
1899

Digitized by Google

HARVARD COLLEGE
May 29, 1928
LIBRARY

Lawrence S. Mayo

Digitized by Google

MESSAGE.

GENTLEMEN OF THE SENATE AND THE HOUSE OF REPRESENTATIVES:

The reduction of the state tax by the legislature of 1897 led to an increased interest on the part of our people in the condition of the state's finances, and a statement of the state debt at this time, the dates of its maturity and the provision for its payment, may be a guide to the legislature in the work it has to do and the appropriations it is called upon to make.

The debt statement June 1, 1898, the close of the last fiscal year, is as follows:

Floating debt	$100.00	
Trust funds	699,843.05	
Funded debt	1,436,800.00	
An aggregate of		$2,136,743.05

The assets of the state are as follows:

Cash and cash items	$414,515.86	
Due from railroad corporations	7,479.49	
Securities, Benjamin Thompson estate	344,249.76	
Uncollected taxes	2,840.34	
Total assets		$769,085.44
Net debt		$1,367,657.61

Digitized by Google

The funded debt is recapitulated as follows:

Municipal war loan, series of 1872, due Jan. 1, 1892, overdue		$300.00
Same, due Jan. 1, 1898, overdue		1,000.00
Same, due Jan. 1, 1899, to Jan. 1, 1905, $150,000 annually		1,050,000.00
Total municipal war loan outstanding, 6 per cent		$1,051,300.00
Bond, series 1873, due July 1, 1897, overdue		500.00
Bonds, library loan, 4 per cent:		
Due July 1, 1911	$175,000.00	
Due July 1, 1913	75,000.00	
		250,000.00
Bonds, Agricultural College loan, due July 1, 1913, 4 per cent		135,000.00
Total funded debt		$1,436,800.00

The war debt of the towns, which is now our largest obligation is maturing in annual installments of $150,000, the last of which will fall due Jan. 1, 1905. Since this debt first began to mature in 1892, provision has been made in our state tax for its payment, and at no time have we had occasion to extend the date of payment.

From 1905 until 1911 no state bonds fall due. The state tax is now $425,000. Since the last legislature fixed this amount the annual interest charge has been reduced $18,000 by the payment of two annual installments of war debt. In view

Digitized by Google

of this reduction in interest charges and the present condition of the treasury, I am of the opinion that the state tax can be still further reduced by this legislature to $400,000. In six years, when the last of the war debt of the towns is paid, it will no longer be necessary to raise the $150,000 now annually applied to the payment of these obligations, and the state tax can be further reduced by that amount unless the legislature in its wisdom shall see fit to apply a part of this sum to such public works as will promote the development of the state.

Comparisons are frequently made of the state tax with what it was forty years ago, and a contrast of the expenses then and now is cited as evidence of extravagance and burdensome taxation. The comparison and contrast are not fair without taking into consideration the important fact that a state tax of $425,000 today bears more lightly upon the people than the smaller tax of four decades ago. At the earlier date, although the tax was small, it bore heavily upon the towns because it had to be met by direct taxation, whereas today the corporation taxes, which include the savings bank, railroad, and insurance taxes, collected without expense to the towns, in a very large majority of these communities are not only equal to their state tax, but exceed it, so that there is a balance to their credit. In 141 towns of the state the corporation taxes received are not only sufficient to pay their state tax, but they leave a balance of $193,988.69 for the

Digitized by Google

use of those towns, while in the 94 towns of the state where the corporation taxes are not equal to their state tax, the aggregate difference they are obliged to pay is only $18,725.01. The state tax, therefore, cannot now be considered as a burden upon the towns of the state. The railroad and insurance taxes have been gradually increasing in volume year by year, and the turn in the tide of savings bank deposits, so that there is now a slight and normal gain therein, indicate that the revenue to the towns from the corporation taxes is not likely to diminish in the immediate future. The early payment of the larger part of our bonded obligations, and the consequent reduction in the state tax, is a condition of affairs of which the people of the state may well be proud, especially when it is contrasted with the financial condition of other states, where the tendency of late years has been to increase their obligations maturing in the future without decreasing their present rate of taxation.

In general an excess of revenue over expenses, such as New Hampshire has shown for the past quarter of a century, leads to extravagance, but a review of the expenses of the state for this period, while showing the progressive, patriotic, and philanthropic spirit of our people, is not subject to this criticism. In analyzing these disbursements it will be seen that they have been devoted to the public good and that they have been used for such specific purposes as other commonwealths of the

Digitized by Google

Union deem essential for the advancement of their prosperity, the happiness of their people, the protection of their homes, and the care of their unfortunate. The cause of education, of agriculture, of philanthropy, of law and order, of civic pride and patriotism have all received due consideration. It would be difficult for the most captious critic to say wherein these expenditures could have been materially lessened without detriment to the well being and fame of the state. In minor matters there may have been instances of too great liberality, but reviewing the work of the state department as a whole for the past quarter of a century, it would be difficult to see wherein we could have done less.

I cannot undertake to review in detail the work of all the departments of the state government. The reports of the various departments will soon be laid before you, and I ask at your hands a careful consideration of the recommendations therein made. I shall confine myself in this message to the following specific recommendations, with my reasons therefor:

State action to secure improvement of our highways.

A more economical method of doing the public printing.

An investigation of the tax laws of the state.

An allowance to soldiers of the war with Spain, and a testimonial of service.

An annual examination of the state treasurer's accounts by the bank commissioners.

Digitized by Google

The substitution of a savings bank department for the present commission.

Payment of the salaries and expenses of the railroad commissioners by the state.

Uniformity in the acts creating police commissions.

An appropriation for the Asylum for the Insane.

The establishment of a laboratory in connection with the state board of health.

Suitable vaults in the state house for the protection of records.

State action, if necessary, to secure proper representation of the industries of New Hampshire at the Paris exposition.

A statute to provide for the succession of the secretary of state in case of vacancy.

A law fixing the salary of the secretary of state and providing for the payment of the fees of the office to the treasury.

An equalization of the school privileges of the state for the benefit of the rural sections.

Forest culture and preservation.

Provision for the representation in the legislature of the pro rata towns.

Provisions for certain reforms in the militia.

Some of the foregoing recommendations require only a passing comment.

The subject of good roads was deemed of sufficient importance by the dominant party in this state to incorporate in its platform a separate plank on this point, which reads as follows:

Digitized by Google

"We favor a conservative movement for the permanent improvement of the public roads of the state. Good roads enhance the value of property, especially in the farming districts; attract thousands of visitors who come to enjoy the grand scenery and healthful influences of the state; shorten the distance to market; and are potent factors in the development of every community. We favor such action by the state as will bring to the knowledge of local officials the most successful methods of maintaining the roads committed to their care."

It is fair to assume that no party is opposed to the spirit of this resolution, and that it meets with the approval of the people of the state. The subject was discussed by the master of the state grange in his recent address to that body, in which he recommended the appointment of a state engineer in the interest of good roads, which suggestion was indorsed by the grange. The resolution adopted by the Republican state convention approves of a conservative movement for the improvement of the highways of the state. It is a beginning which is now asked that shall be developed and extended when the state is in a better situation to lend material aid to such improvements. The details of any comprehensive plan for the permanent improvement of our highways must necessarily be worked out with care, and such general plan must be in part the result of experience. Yet the direct and indirect benefits to the state from such improvements are such as

Digitized by Google

to enlist at this time your most earnest efforts that some beginning be made. I suggest that a small sum be appropriated for the construction of a model section of highway in some town or towns, which will appropriate at least an equal sum, the entire expenditure to be made under the direction of a temporary commission, to be appointed by the governor and council, and to serve without compensation, the commission to have authority to employ a competent engineer.

It is the general belief that the state printing could be more economically done. It is the one item of our expenditures which is most freely criticised. I am of the opinion that it is the sentiment of the people of the state, that its work, while it should be done within the state, should be subjected to competition. A trial of the method of inviting proposals for this work would be but following the course pursued by other states, and is in line with good business management.

While our state tax bears very lightly upon the people, there is sufficient complaint of our present system of taxation to warrant the legislature in making an inquiry into the system with a view to its improvement and relief from seeming inequalities. The subject of taxation is one beset with perplexities, and no state has yet developed a system which is free from criticism. This should not deter the legislature from investigating the subject with a view to remedying inequalities if they are found to exist, or securing a better

Digitized by Google

enforcement of present laws. It may be deemed wise for the legislature to appoint a joint committee to inquire into and report upon our present method of assessing taxes and ascertain whether improvement cannot here be made. Radical changes are not justified by the knowledge we now have on this subject. Our present tax laws are the evolution of past experience, and the safer course would be to seek their improvement rather than to experiment with novel plans. I especially commend to your attention the advisability of an inquiry whether a general exemption from taxation should be made of money loaned upon New Hampshire real estate by our own citizens at a rate not exceeding 5 per cent.

Some of the states, their legislatures being in session, were able to vote an allowance to the volunteers who enlisted in the war with Spain. It is in accord with the spirit of our people that like provision should be made by New Hampshire. A state testimonial of service is an honorary recognition of their services, and by issuing such testimonial we shall but follow the precedent established by New Hampshire at the close of the Civil war.

It has been the custom of the governor and council acting under our present law to secure yearly the services of an auditor, usually some bank man, to audit the accounts of the state treasurer. The last legislature directed the bank commissioners to audit the accounts of the asylum, and

Digitized by Google

they could with equal facility audit those of the state treasurer.

Without reflecting in any way upon the work of the present bank commissioners, I am of the opinion that greater efficiency would be secured by the substitution of a banking department for the present board of savings bank commissioners. The responsibility is more clearly fixed in one head than three, and the expense to the state, even with the additional duty thrown upon the department of examining the state treasurer's accounts and auditing the monthly bills presented to the governor and council for approval, would not be greater than now. As the superintendent of the banking department would be held responsible for his department, he should have the power of appointing his assistants. If the legislature is not prepared to provide for a permanent state auditor, I suggest that inquiry be made to ascertain whether the work of auditing the bills against the state could be properly performed by the officials having supervision of the banks without interfering with their other duties.

The present method of advancing the salaries and expenses of the railroad commissioners from the state treasury and then collecting the aggregate sum each year from the railroads, discredits the railroad commissioners and is wrong in principle. The railroad commission should be removed from any suspicion that it is influenced by any parties having causes before it, and being a semi-judicial

Digitized by Google

tribunal, its members should in public affairs occupy a position in the public mind akin to that of judges of the court. I recommend that the present law be changed so that the state shall bear the expense of the railroad commission.

Considerable criticism has been made of the police commissions appointed by the governor and council. While I am opposed to police commissions on principle, I am clearly of the opinion that if they are to be continued, there should be uniformity in the several special acts authorizing them. In some instances there is complaint that there is a conflict of authority between them and the municipal officers in regard to the enforcement of certain laws of the state. If this is the fault of the law, it ought to be corrected. The avowed object in establishing these commissions was to take the police out of politics and thereby secure greater efficiency of these guardians of the peace. Efficiency is not secured if the method of the appointment of police officers results in laxity in enforcing any of the laws of the state.

Since the passage of the act, approved March 25, 1897, all investments of asylum funds have received the approval of the governor and council before being made, as appears upon the council records. The question as to the ownership of the asylum, submitted to the attorney-general in accordance with an act of the legislature approved March 24, 1897, has been examined by him, and he finds that the title to the entire property is now

Digitized by Google

in the state and that no conveyance from the trustees is required, as appears by his report to the governor and council of May 17, 1897. An examination of the financial management and condition of the asylum has been made by the bank commissioners in accordance with the provisions of an act of legislature approved March 25, 1897, and their report to the governor and council has been printed and will be laid before you. The present needs of the asylum are set forth in the last report of the trustees and more fully in that of the superintendent, together with approximate estimates of the cost of erecting additional buildings. An endeavor has been made to submit the fullest detailed information to the legislature on this subject, that the state may not be remiss in her duty to that unfortunate class, the insane. With such information as was laid before the last legislature, the house passed by a very large majority a bill appropriating money for increased accommodations at the asylum, and it failed in the senate at the close of the session because its provisions were not understood. The present crowded condition of the asylum calls for early action on the part of the legislature. It is to be hoped that prompt consideration will be given to this matter, that both branches of the legislature may act with thorough knowledge. The care of the insane interests most directly those people unable to provide for their unfortunates.

Digitized by Google

The secretary of the state board of health very earnestly recommends the establishment of a state laboratory to determine important questions in connection with diphtheria, typhoid fever, tuberculosis, pneumonia, and other diseased conditions, and also the adulteration of foods and drinks and the pollution of water supplies. The objects to be attained are worthy of your consideration. Scientific inquiry is now directed fully as much to the prevention of disease as to its cure.

The present vaults in the state house are totally inadequate, and are neither burglar nor fire proof. Whatever risk the legislature may be willing to take of the loss of its funds by robbery, it is not justified in hazarding to destruction by fire, valuable records which are, in fact, the history of the state. Both burglar and fire proof vaults are required, and I hope that early provision will be made by the legislature for their construction. A continuance of the present condition would be culpable neglect.

The United States government has made provision for the exhibition of American products at Paris in 1900. It will be wise for the state to co-operate with the federal officials in securing as large a display of its industries as possible at this world exposition at the opening of a new century. State co-operation can probably be secured without expense to the treasury. In the expansion of the United States as a world power, we should be as anxious to display our enterprise in the peaceful

Digitized by Google

arts as our prowess in war, and New Hampshire should do its part to make the exhibit of the United States one of which our own people can justly be proud, and which will convince other nations of our great and growing resources.

In all departments of the state government, except that of secretary of state, the salary is fixed by law, and the fees are turned into the treasury, and I believe it would be better to apply the same rule to all. Some provision should be made also for succession in case of death or removal. Peculiarly enough, the governor and council are powerless to act in such contingency under our statutes.

The master of the state grange, Mr. N. J. Bachelder, in his annual address says: "The concentration of wealth has drained many rural towns of their means of supporting schools, and it is manifestly the duty of the state to provide respectable means of education for the children of the state, irrespective of their location." The movement which the grange advocates is being taken up in other states, and is a movement to increase the size of the unit for educational purposes. In New England our unit has always been the town. The proposition now is to make it the state, or at least the county. It is a broad question, and one meriting careful examination, and will probably meet with some antagonism from the wealthier communities, but the possession of wealth brings with it responsibilities which may not be avoided.

Digitized by Google

I doubt if any state in the country is called upon for so little direct aid for education as New Hampshire. The appeal that comes to us from the rural sections of the state for greater consideration is one which will enlist your assistance if it can be given without injustice to other localities. The state has assisted Dartmouth College and the agricultural college at Durham in a desultory way. Would it not be better and more productive of beneficent results to education if some regular appropriation for each of these great institutions were made, covering a period of years. They are growing rapidly and doing a vast work for the youth of our state, particularly those of the rural sections, and this is one way to help those sections.

I cannot escape the conviction that the forests of New Hampshire are among the first and most important of our resources, and that we cannot long postpone the necessity of taking action to secure their preservation from wanton destruction. Already they support directly an industry which produces $10,000,000 annually, and indirectly they contribute largely to the public welfare in both a scenic and economic sense. They are capable, also, I believe, of contributing increasingly to the income of the state treasury if a suitable means of state ownership and management could be devised. Pending that, however, I recommend that the work of education and investigation already begun by the forestry commission be continued and that a reasonable appropriation be placed at the disposal

Digitized by Google

of the board for making an accurate forest survey of the White Mountain region with a view to determining exactly what part the state should take in any effort to perpetuate the forest cover and to secure its rational and continued use. The most obvious means to arrest the devastation of the forest cover is to apply the police power of the state in such a manner as to prevent the removal of immature timber. To this end, therefore, I commend to your attention the reports of the forestry commission, which treat this subject in detail. I also invoke your individual interest in behalf of forest culture, to the end that all of our people may be led to see the importance of our natural resources of climate and scenery which contribute so largely, both directly and indirectly, to the income of our citizens.

Every effort should be made to foster the fish and game interests of the state, and the laws relating to these interests should be rigidly enforced.

I invite your attention to the desirability of providing for the pro rata representation of the towns of less than 600 inhabitants in the Legislature of 1901, and of making such other provision for representation as the Legislature may legally make in anticipation of the census of 1900.

The war with Spain has demonstrated that our national guard must be reorganized in order to meet changed conditions and increasing responsibilities. I hesitate, however, to make recommen-

Digitized by Google

dations until it is known what course the national government is to pursue. Changes in the formation of the brigade are within the province of the governor, and such action will be taken as conditions seem to warrant. There are some reforms suggested by the late war which would not conflict with any reorganization which may be undertaken at Washington. I think it would be well to slightly increase the length of our annual encampment and give the men more practice in marching, pitching camp, entrenchment, and subsistence, in fact give them practical experience to fit them for the field. Each company should have two enlisted company cooks, and the regular army ration should be issued and caterers displaced. If this is done the pay of the men, which is now $2 per diem, out of which the men subsist themselves, should be reduced to $1.50 per diem. Some action should be taken to provide armories, particularly in the city of Manchester, where there are several bodies of enlisted men.

The governor's staff should be detailed from the ranks of the national guard, the officers detailed to retain the rank of their position in the guard. This would be a fitting recognition of good service and would help to maintain interest in the militia of the state, and at the same time provide staff officers of actual military experience, closely in touch with the national guard; and in anticipation of this change, I also suggest that an increase of the number of aids on the staff of the governor

Digitized by Google

be authorized. Our medical officers, who were in the late war, strongly urge the formation of a hospital staff corps. Modern rifles should be secured, and there should be on hand at all times complete equipment of every kind for one full regiment, which is about the state's quota in an emergency.

The state each year appropriates $10,000 for certain special charities, which sum is arbitrarily divided as follows:

For the deaf and dumb . . .	$5,000.00
For the blind	4,000.00
For the idiotic and feeble-minded .	1,000.00

It has been suggested to me that the disbursement of these appropriations be placed under the supervision of the state board of charities, who have more direct and intimate connection with this work than the governor and council. The board of charities ask for a small appropriation, say of $300 or $400, to aid them in their work. Having had no opportunity to investigate these propositions, I lay them before the legislature without recommendation, knowing that you will treat such worthy subjects with the utmost consideration.

Undoubtedly you will make provision for taking the sense of the voters upon the question of calling a constitutional convention to act upon any changes which experience has shown to be necessary in our organic law. Any reforms which can be accomplished by legislative action will

Digitized by Google

properly engage your present attention, and such legislation as emends abuses, corrects inequalities of privileges among our people, and tends to promote the welfare of the state by eliminating the cause for any just complaints, will receive my hearty approval.

I enter upon my duties as governor with an earnest desire to be of service to the state, and in all your efforts to promote the interests of New Hampshire I pledge hearty co-operation. The duties which you have to perform are highly important and of serious import, and should be entered upon calmly and dispassionately. You should devote your best efforts and abilities to broad, constructive legislation, in the interests of the whole people. You should be influenced by no consideration in your deliberations other than the welfare of the state.

I have great hopes for the future of New Hampshire. For the last few years we have been passing through a cloud belt of hard times, and pessimistic prophecies have been frequently heard. The sun of prosperity is showing itself once more in all sections of our country, notwithstanding it reversed the laws of nature by first appearing in the west. In my judgment the country is entering upon a new era of development, and it rests with us to determine whether New Hampshire shall take advantage of the glorious opportunities which lie within her easy grasp. Instead of discrediting the state, all our efforts should be

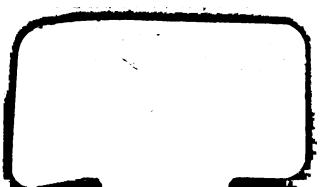
Digitized by Google

directed to her advancement. Courage and faith in her future only are needed to keep New Hampshire in her proper place among the states of the Union.

Digitized by Google

Digitized by Google

Digitized by Google



Digitized by Google

Digitized by Google